

Message Text

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INFO OCT-01 ISO-00 EURE-00 CAB-02 CIAE-00 COME-00
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NSCE-00 TRSE-00 /056 W
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FM AMEMBASSY BONN
TO SECSTATE WASHDC IMMEDIATE 9006
INFO AMEMBASSY BERLIN
AMEMBASSY LONDON
AMEMBASSY MOSCOW
AMEMBASSY PARIS
USMISSION USBERLIN
USMISSION NATO

C O N F I D E N T I A L SECTION 01 OF 04 BONN 09904

DEPARTMENT NOTIFY EUR/CE ON RECEIPT

E.O. 11652: GDS
TAGS: PGOV, EAIR, US, UK, FR, UR, GE
SUBJECT: FLIGHT OF US REGISTERED AIRCRAFT TO
SCHOENEFELD

REFS: (A) BONN 9877; (B) STATE 135418; (C) STATE 114981
(D) BONN 5419; (E) 76 USBER 2631
(F) 76 BONN 6715; (G) BONN 6193; (H) 76 BONN 6712
(I) 76 USBER 1110;

BEGIN SUMMARY: AT JUNE 13 TRIPARTITE MEETING OF BONN
GROUP, UK AND FRENCH REPS STRONGLY OPPOSED THE PRO-
POSED IAL CARGO FLIGHT TO SCHOENEFELD. THEY
NOTED IT WOULD UNDERMINE ALLIED ATTEMPTS TO KEEP
SCHOENEFELD TRAFFIC FROM BEING INCREASED, WITH THE
RESULTING IMPLICATIONS FOR TEGEL, AND THE UK AIR
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ATTACHE SUGGESTED THAT IF THIS FLIGHT WERE APPROVED,
WE SHOULD "TAKE THE WRAPS OFF SCHOENEFELD." EMBASSY
BONN FINDS THE UK AND FRENCH POSITION CONVINCING,
ESPECIALLY IN VIEW OF OUR REPEATED EFFORTS TO DISSUADE
THE FRG, UK AND FRANCE FROM ALLOWING ACTION WHICH
WE CONSIDER WOULD BENEFIT INTERFLUG OR SCHOENEFELD
AT THE EXPENSE OF TEGEL. ACTION REQUESTED: GUIDANCE.

END SUMMARY

1. IN A SPECIAL TRIPARTITE BONN GROUP MEETING JUNE 13, US REP RAISED THE MATTER OF THE PROPOSED INTERNATIONAL AIRCRAFT-LEASING (IAL) CHARTER FLIGHT OF CATTLE AND SHEEP TO SCHOENEFELD. WE DESCRIBED THE PROPOSED FLIGHT AND ASKED FOR THE VIEWS OF THE UK AND FRENCH REPS.

2. UK CIVIL AIR REP (HANLEY) RESPONDED FIRST BY REVIEWING SOME OF THE HISTORY OF OTHER FLIGHTS TO SCHOENEFELD AND NOTED THAT, TO HIS KNOWLEDGE, THE IAL FLIGHT WOULD BE UNPRECEDENTED. HE RECALLED THAT THERE HAVE BEEN SEVERAL ALLIED CHARTER FLIGHTS TAKING DIGNITARIES AND BUSINESSMEN TO SCHOENEFELD BUT THAT THERE HAVE BEEN NO FREIGHT CHARTERS. HE SUGGESTED THAT WHILE THERE IS A STRONG CASE THAT DIGNITARIES VISITING EAST BERLIN SHOULD BE PERMITTED TO FLY TO SCHOENEFELD, HE DID NOT BELIEVE THAT THE SAME CASE COULD BE MADE IN THE CASE OF CATTLE AND SHEEP. HE NOTED THAT NO COMPELLING REASONS TO PERMIT THIS FLIGHT HAD BEEN SET FORWARD BUT WAS CONFIDENT THE UK WOULD CONSIDER THE MATTER SYMPATHETICALLY IF SUCH A CASE COULD BE MADE. BARRING ANY SUCH STRONG JUSTIFICATION, HE SUGGESTED THAT IF THE IAL FLIGHT IS PERMITTED, THE ALLIES SHOULD "TAKE THE WRAPS OFF" OF SCHOENEFELD.

3. HANLEY SAID THAT THE UK HAD SOUGHT TO PREVENT
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EVEN PASSENGER CHARTERS FROM USING SCHOENEFELD IN SUPPORT OF THE OFT-CITED ALLIED POSITION THAT SUPPORT FOR SCHOENEFELD SHOULD BE AVOIDED IN VIEW OF ITS DETRIMENTAL IMPACT ON WEST BERLIN'S TEGEL AIRPORT. WHILE DISAVOWING A SUGGESTION OF "TIT FOR TAT," HE RECALLED THE RECENT PROPOSAL BY INTERFLUG TO FLY A TOTAL OF 12 CHARTERS BETWEEN SCHOENEFELD AND LONDON (REF D) AND NOTED THAT WHILE THE UK HAD APPROVED THE FIRST OF THE 12 CHARTERS BECAUSE IT WAS IMMINENT, THE UK HAS REFUSED TO PERMIT THE OTHER 11. HE SAID THIS TYPE OF CASE WAS DISTINGUISHABLE FROM A PROPOSED GROUP OF INTERFLUG CHARTERS BETWEEN THE UK AND DRESDEN SINCE SCHOENEFELD WAS NOT INVOLVED BUT EVEN THERE THE UK HAS THUS FAR GIVEN APPROVAL ONLY TO THE FIRST TWO FLIGHTS WHILE DELAYING A DECISION ON THE REMAINDER OF THE PROGRAM. HANLEY EXPRESSED THE VIEW THAT NO ALLIED FREIGHT CARRIERS SHOULD BE ALLOWED TO FLY TO SCHOENEFELD AND AN EXCEPTION SHOULD BE MADE ONLY WHERE IT IS "VITAL" THAT THE FLIGHT TAKE PLACE.

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4. THE FRENCH REP (GAUSSOT), WHO IS ALSO THE CIVIL
AIR ATTACHE, MADE MANY OF THE SAME POINTS AS DID
HANLEY. IN ESSENCE, HE SAID IT WAS A BASIC
ALLIED PRINCIPLE THAT WE SHOULD NOT BUILD UP
SCHOENEFELD BUT RECOGNIZED THAT SOME EXCEPTIONS, E.G.
VISITS OF IMPORTANT VISITORS, ARE NECESSARY. HOWEVER,
HE THOUGHT THERE WAS NO REASON FOR AN EXCEPTION IN
THE CASE AT HAND AND THAT WE SHOULD AVOID SETTING
A PRECEDENT WITH THIS FLIGHT.

5. THE US REP SUGGESTED IT WOULD BE USEFUL FOR THE
FRENCH AND BRITISH TO SEEK THE VIEWS OF CAPITALS.
BOTH THE UK REP (HARPER) AND GAUSSOT SAID THEY
THOUGHT IT WAS PREMATURE SINCE NO VERY STRONG REASONS
HAD BEEN PUT FORTH TO SUPPORT THE CHANGE IN ALLIED
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POLICY. WE NOTED THAT IAL, AT THE DEPARTMENT'S REQUEST, HAD SOUGHT TO LAND AT ANOTHER DESTINATION IN THE GDR, BUT THAT THE GDR INSISTED ON SCHOENEFELD. WE SAID WE DID NOT KNOW WHETHER THE GDR INSISTENCE WAS FOR POLITICAL REASONS OR WHETHER THE ULTIMATE DESTINATION OF THE CARGO WAS CLOSER TO SCHOENEFELD THAN ELSEWHERE. UK AND FRENCH REPS EXPRESSED THE VIEW THAT IF THE GDR WISHES TO CONSUMMATE THE COMMERCIAL TRANSACTION, IT WILL BE PREPARED TO AUTHORIZE LANDINGS ELSEWHERE. THEY SUGGESTED THAT THE GDR'S INSISTENCE WAS, IN ALL LIKELIHOOD, MOTIVATED MORE BY POLITICAL THAN PRACTICAL CONSIDERATIONS. THEY SAID THAT IF THE DEPARTMENT CONTINUED TO BELIEVE THIS WAS AN APPROPRIATE FLIGHT, HOWEVER, THEY WOULD OF COURSE PUT THE QUESTION TO CAPITALS WITH WHATEVER ARGUMENTS WE WISHED TO SUGGEST.

6. IN VIEW OF UK AND FRENCH OPPOSITION TO THE FLIGHT ITSELF, IT WAS DIFFICULT TO CONVINCE THE OTHERS THAT THE BONN GROUP SHOULD DISCUSS THE OTHER QUESTIONS RAISED IN THE DEPARTMENT'S TELEGRAM, I.E., FLIGHT ROUTE, BASC AND BARTCC BUT AGREED TO CONSIDER IT AS A HYPOTHETICAL MATTER. HANLEY SAID THAT THERE WERE TWO AMERICAN BUSINESS FLIGHTS IN 1976 WHICH TOOK THE NORTH-SOUTH ROUTE AND WHICH CONTACTED BARTCC. HE SAID, HOWEVER, THAT NO CARDS WERE PASSED IN THE BASC AND BARTCC AGREED TO MAINTAIN CONTACT WITH THE ONE FLIGHT WHILE DECLINING TO DO SO WITH THE OTHER. HE SAID THAT HE DOES NOT HAVE A STRONG PREFERENCE IN THE MATTER BUT NOTED A DRAFT PAPER ON SCHOENEFELD WHICH WAS PREPARED BY THE UK EMBASSY IN APRIL 1976 (REF F) AND WHICH EXPRESSED A SLIGHT PREFERENCE FOR NOT INVOLVING BASC OR BARTCC. HOWEVER, HE NOTED THAT THERE IS SOME MERIT FROM THE STANDPOINT OF SAFETY OF BARTCC BEING AWARE OF THE FLIGHT AND THAT IF BARTCC IS INVOLVED, THE BASC SHOULD BE. GAUSSOT, SPEAKING CONFIDENTIAL

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PERSONALLY, SAID THAT IN CASES OF NORTH-SOUTH FLIGHTS, IT PROBABLY WOULD BE USEFUL TO PASS THE CARD IN THE BASC IN ORDER TO REASSERT OUR RIGHTS IN THE BERLIN CONTROL ZONE (BCZ), EVEN OVER SCHOENEFELD FLIGHTS.

7. WITH RESPECT TO THE QUESTION WHETHER SUCH A FLIGHT SHOULD USE THE CORRIDOR OR TAKE THE NORTH-SOUTH ROUTE, GAUSSOT SAID THE FRENCH GENERALLY PREFERRED FOR ALLIED AIRCRAFT TO USE THE CORRIDOR. HE

AGREED WITH OUR OBSERVATION THAT THE FACT THAT THE
IAL RECEIVED A GDR REPLY APPROVING THE FLIGHT MAY
SUGGEST GDR COMPETENCE TO DO SO BUT SAID THAT IT
MIGHT BE PREFERABLE SIMPLY TO TELL THE GDR IT HAD
NO COMPETENCE FOR THE CORRIDOR. HANLEY SAID THE UK
WOULD GO ALONG WITH WHATEVER THE US AND FRANCE
PREFERRED.

8. COMMENT: THIS BONN GROUP MEETING WAS NOTEWORTHY
IN THAT THE US WAS IN THE UNUSUAL POSITION OF PROPOSING
AN ACTION WHICH WOULD BENEFIT THE GDR TO THE POSSIBLE
DETIMENT OF WEST BERLIN. WE FIND THE ARGUMENTS OF
THE UK AND FRENCH CONVINCING IN THE ABSENCE OF COM-
PELLING REASONS WHY WE SHOULD GIVE IN TO GDR INSIS-
TENCE THAT SCHOENEFELD BE USED SINCE SUCH A FLIGHT
WOULD ESTABLISH A PRECEDENT WHICH THE UK, FRANCE AND
THE FRG CAN USE TO SUPPORT THE WISH OF SOME AVIATION
CIRCLES IN THOSE COUNTRIES FOR INCREASED COOPERATION
WITH THE GDR IN A FORM THAT WOULD WORK TO THE DETRI-
MENT OF TEGEL (REF G).

9. AS BEST AS WE CAN DETERMINE, THERE HAVE BEEN NO
OTHER ALLIED CARGO FLIGHTS TO SCHOENEFELD. SEABOARD

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WORLD AIRWAYS (SWA) PROPOSED THE TRANSPORT OF A CARGO OF SWINE TO SCHOENEFELD LAST YEAR AND THE EMBASSY WAS APPARENTLY PREPARED TO APPROVE THE FLIGHT (REF H). THE FLIGHT WAS CANCELLED BECAUSE OF "PROBLEMS INVOLVED IN MEETING HEALTH DOCUMENTATION REQUIREMENTS." WE CAN FIND NO RECORD THAT THIS CASE WAS DISCUSSED AT THE BONN GROUP BUT ASSUME THAT IT WOULD HAVE BEEN OPPOSED BY THE UK AND FRENCH. WE NOTE THAT THERE WAS A CASE STRIKINGLY SIMILAR TO THE IAL CASE IN MID-1973 (REF I). IN THAT CASE, AIRLIFT INTERNATIONAL (AI) SOUGHT APPROVAL FOR A LIVESTOCK FLIGHT TO SCHOENEFELD SAYING THAT THE GDR HAD REJECTED THE AI PROPOSAL FOR A DRESDEN OR LEIPZIG DESTINATION. THE UK AND FRENCH OPPOSED THIS FLIGHT AND THE USG CAB TURNED IT DOWN FOR THAT REASON. IT IS PERHAPS INSTRUCTIVE TO NOTE THAT THE EAST GERMANS RELENTED AND LATER GRANTED

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CLEARANCE FOR THE CARGO TO BE LANDED AT LEIPZIG. IN VIEW OF THIS HISTORY, WE BELIEVE THERE IS MERIT IN THE ARGUMENT THAT THE GDR WILL BACK DOWN IF IT FINDS IT NECESSARY TO DO SO.

10. THERE IS, OF COURSE, AN IMPORTANT ELEMENT OF PRINCIPLE INVOLVED IN THIS CASE. WE HAVE CONSISTENTLY OPPOSED ATTEMPTS BY OTHERS TO DO ANYTHING WHICH WOULD BENEFIT SCHOENEFELD TO THE DETRIMENT OF TEGEL. WE UNDERSTAND THAT THE PROBLEM IS BECOMING MORE SERIOUS AND THAT SCHOENEFELD IS CONTINUING TO DRAW EVEN MORE BUSINESS FROM TEGEL TO THE POINT THAT SEVERAL WESTERN CARRIERS HAVE RECENTLY CANCELLED CHARTER FLIGHTS BECAUSE OF LOW-COST SCHOENEFELD FLIGHTS. SINCE OUR EFFORTS SOMETIMES RUN AGAINST UK AND FRENCH COMMERCIAL AND AIRLINE INTERESTS, THE TASK IS DIFFICULT. THE DEPARTMENT IS AWARE OF THE CREEPING BA ENTRY INTO EAST BERLIN AND THE INTEREST OF SOME IN AIR FRANCE IN EXPANDED TIES WITH THE GDR. WE THINK IT WOULD BE UNFORTUNATE AT THIS JUNCTURE TO PERMIT THE ESTABLISHMENT OF A PRECEDENT THAT WOULD ONLY JUSTIFY OTHER STEPS OUR ALLIES MIGHT BE PREPARED TO TAKE IN THIS REGARD. PURELY AS A TACTICAL MATTER, HOWEVER, THE DEPARTMENT MAY WISH TO INSTRUCT US TO ASK OUR UK AND FRENCH COLLEAGUES FOR THEIR CAPITALS' VIEWS ON THIS MATTER. ASSUMING THE CAPITALS SUPPORT THEIR BONN GROUP REPS, THE UK AND FRANCE WOULD LATER BE ESTOPPED FROM ASSERTING THAT THE POSITION TAKEN BY THEIR BONN GROUP REPS DID NOT HAVE SUPPORT

OF CAPITALS AND WOULD MAKE IT EASIER FOR US TO
MAINTAIN A COMMON ALLIED POLICY WITH RESPECT TO
SCHOENEFELD.

11. AS DOES THE DEPARTMENT, WE TOO CONTINUE TO BE
UNEASY ABOUT THE UNCOORDINATED MANNER IN WHICH NEW
ELEMENTS ARE BEING INJECTED INTO THE BERLIN AIR
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SYSTEM (REFC) AND SUGGEST THAT IT WOULD BE UNFORTUNATE
FOR THE US TO BE THE PARTY INTRODUCING ANOTHER NEW
ELEMENT. WE BELIEVE THAT THE IAL FLIGHT WOULD MAKE
IT EVEN MORE DIFFICULT FOR US TO PERSUADE THE FRG
THAT IT SHOULD DRIVE A HARD BARGAIN WITH THE GDR IN
THE EVENT IT IS UNSUCCESSFUL IN ITS PROPOSED
LUFTHANSA/INTERFLUG DEAL (REFC). SINCE THE FRG IS
CURRENTLY ENGAGED IN PREPARING FOR A WIDE RANGE OF
DIVERSE NEGOTIATIONS WITH THE GDR, EVEN IF THE GDR
REFUSES OVERFLIGHT RIGHTS TO LUFTHANSA THE FRG MIGHT

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BE TEMPTED TO TRADE ITS ASSURANCE OF CONTINUED
AUTHORIZATION OF INTERFLUG CHARTERS OR EVEN OVERFLIGHT
RIGHTS FOR INTERFLUG TO GO TO ZURICH FOR SOMETHING
ELSE OUTSIDE THE AVIATION FIELD.

12. WITH RESPECT TO THE QUESTIONS OF THE FLIGHT
ROUTE, BASC AND BARTCC, WE BELIEVE THAT IT WOULD BE
PREFERABLE TO HAVE THE FLIGHT FLY NORTH-SOUTH,
ESPECIALLY SINCE THE GDR HAS APPROVED A CORRIDOR
FLIGHT PLAN AND COULD THEREFORE CLAIM THIS WAS A
PRECEDENT FOR ITS INVOLVEMENT IN THE CORRIDOR, AND
THAT BOTH BASC AND BARTCC BE INVOLVED.

13. THIS CASE AGAIN DEMONSTRATES THE NEED, WHICH
THE DEPARTMENT ALSO PERCEIVES (REF C), OF THE URGENT
NEED FOR A BONN GROUP REVIEW OF THE BERLIN AIR REGIME.
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ALTHOUGH THE BONN GROUP HAS HAD ITS PLATE FULL IN
RECENT WEEKS, THE EMBASSY HOPES TO BE ABLE TO
STIMULATE SUCH A REVIEW IN THE NEAR FUTURE.

13. ACTION REQUESTED: GUIDANCE.
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Message Attributes

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